

TOWN OF DAVIE TOWN COUNCIL AGENDA REPORT

TO: Mayor and Councilmembers

FROM/PHONE: Mark A. Kutney, Development Services Department
Prepared by: Ingrid Allen, Planner I

SUBJECT: Resolution – Town of Davie 2005 Evaluation and Appraisal Report (EAR)

AFFECTED DISTRICT: All Districts

TITLE OF AGENDA ITEM:

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF DAVIE, FLORIDA, ADOPTING THE EVALUATION AND APPRAISAL REPORT FOR THE TOWN OF DAVIE COMPREHENSIVE PLAN; STATING THE INTENT OF THE TOWN COUNCIL TO AMEND THE COMPREHENSIVE PLAN BASED UPON RECOMMENDATIONS CONTAINED IN THE REPORT; AND APPROVING TRANSMITTAL OF THE REPORT TO THE DEPARTMENT OF COMMUNITY AFFAIRS IN ACCORDANCE WITH SECTION 163.3191, FLORIDA STATUTES.

REPORT IN BRIEF:

Background and History

The item before Town Council is the final 2005 EAR for adoption. As required by Chapter 163.3191, Florida Statutes, Town Council must hold a public hearing on the adoption and transmittal of the EAR to the Department of Community Affairs (DCA). On September 21, 2005, Town Council approved the adoption and transmittal of the draft EAR to the Department of Community Affairs (DCA) for initial review (#R-2005-263). The DCA along with three (3) other review agencies provided comments on the draft EAR in December, 2005. Staff has incorporated DCA and other review agency comments into the final report (see attached Response Document). The final EAR is essentially the draft EAR with some minor revisions which are documented in the Response Document.

In Florida, a Comprehensive Plan is mandated by the State Growth Management Act. The first Comprehensive Plan for the Town was first adopted in 1989. The Comprehensive Plan is a tool to manage and direct growth in a manner consistent with the vision of the Town Council and residents. This consistency to the community vision is achieved through identification of goals, implemented through objectives and policies. These goals, objectives and policies are reviewed by the State Department of Community Affairs for consistency with State requirements and the State Plan.

As a requirement of this planning process, Florida State Statute Section 163.3191 requires that all local governments review their comprehensive plan every seven years. This level of review was last completed in 1996 and the resulting Comprehensive Plan amendments were adopted in 1997. At the time of the previous EAR, the State required that each element be reviewed to determine where updates were needed. The State has subsequently revised the EAR review requirements resulting in 'issue based review' reflecting each community's particular needs for this review.

In the creation of the final EAR, the Town held six public workshops from November 2003 through February 2004. At these workshops the Town identified six (6) issues from the comments and suggestions raised by the public. A scoping meeting was also held on April 13, 2004 to obtain direct input from the elected officials, adjacent municipalities and other affected agencies on the major issues identified for analysis in the EAR.

The purpose of identifying these specific issues is to allow local governments to control and direct community needs. From these 'issues' detailed analysis was conducted identifying specific gaps in policies and procedures that may or may not be consistent with Town direction. The following information lists the issues identified and then the recommendations made by the public and staff.

Issues and Recommendations

Issue #1: Preservation & Acquisition of Open Space – Funding of Services and Facilities

1. Conduct a comprehensive survey of current resources.
2. Pursue acquiring a limited number of additional parcels of land that would address deficiencies revealed in the land resource inventory.
3. Purchase strategically located parcels and obtain the necessary easements to complete the Town's trail network.
4. Maintenance of our parks, trails and open space must be improved.
5. The Town will evaluate and plan for the long term stability of parks, trails, and open space.
6. The Town will continue to partner with the Florida Community Trust, Trust for Public Lands and Davie Area Land Trust when identified strategic parcels become available for purchase.
7. The Town will coordinate with Broward County ensuring the greenways plan and Town trails system interconnects.
8. The Town will work with adjacent municipalities on regional park and trail issues.
9. Additional regulations to Land Development Code are necessary to permanently preserve additional sites.
10. The Town may wish to increase the use of native plant material over 25% throughout the Town.
11. Additional wetland opportunities should be created through wetland mitigation in Town-owned sites.
12. Work with Broward County and State to identify and map wildlife habitats not already protected.

Issue #2: Capital Improvement Plan (CIP) – Funding and Coordination

1. Utilize the standardized form for capital project proposals
2. Amend evaluation criteria considered for prioritizing capital projects
3. Implement a Capital Needs Assessment that addresses the following questions:
 - a. How will new development impact infrastructure? How will demand for water, sewer, and roads be affected?
 - b. Is there enough capacity (in quality and quantity) in the existing system to serve new development?
 - c. What improvements, if any, need to be made to accommodate new development and redevelopment?
 - d. Will the improvements benefit existing customers at all? Will improvements reduce vehicle traffic in another part of town?
4. Provide yearly updates of the CIP to the Department of Community Affairs (DCA).
5. Streamline the CIP process.
6. Update annually the Capital Improvements Element to reflect planned capital projects and projected revenues to meet level of service standards.

Issue #3: Providing Strategies and Opportunities for Affordable & Workforce Housing

1. Expand affordable rental housing and homeownership opportunities for Davie residents and continue to upgrade the existing housing stock.
2. Ensure residential developments offer at least 20 percent affordable units for every project or other affordable house initiative/measure.
3. The Town should look for opportunities for infill and redevelopment allowing affordable housing projects
4. Creation of an Affordable Housing Trust Fund.
5. Need for zoning flexibility and increased density in areas where appropriate density already exists to support mixes of housing types and income levels.
6. Redevelopment of substandard Mobile Home Communities
7. Continue to monitor the airport noise impact upon the eastern Mobile Home Parks and create a mitigation program to address the issue.
8. Recommend designation upon completion of RAC Master Plan and SR7/441 Master Plan.
9. Continue to develop strategies to encourage integrated transportation systems.
10. Work with the SFRPC and Broward County on their recommendations for providing opportunities for affordable housing throughout the Town.

Issue #4: Planning for Economic Vitality

1. Encourage developments in key redevelopment areas.
2. Increase economic vitality of the Town through public/private partnerships.
3. Assure that new commercial and industrial uses are appropriately located.
4. Provide additional land use policies that will encourage infill development and redevelopment.
5. Work with the Water Management Districts on area-wide drainage plans to allow infill development to occur.

6. Research the ability to create an impact fee specific to those uses that may be tax-exempt.
7. Research alternative funding strategies mechanisms for the required and necessary infrastructure improvements in the Town's targeted redevelopment areas.
8. Implement the SR7/441 Master Plan and RAC Master Plan (upon completion) to provide opportunities for economic growth in a meaningful and balanced way.
9. The Town shall work with Economic Development Council, Chamber of Commerce and CRA to encourage increased commercial activity. These shall be through redevelopment Master Plans and infrastructure improvements as may be necessary.
10. Revise the table of maximum development activity to reflect the growing size of tenant stores and implement FAR to ensure that development can occur in multi-stories where appropriate.
11. Evaluate the land development code to ensure that all zoning districts provide appropriate buffers between commercial and residential uses.
12. Continue to implement the SR7/441 Master Plan and provide the necessary infrastructure improvements to encourage a strong economic and employment base.
13. Adopt regulations that allow industrial lands to redevelop into modern industrial areas while retaining the necessary industrial uses through the creation of land development regulations to implement the SR7 Master Plan.
14. The creation of the RAC Master Plan will guide future development of the RAC including increased density, as may be needed.
15. Continue to coordinate with the SFEC as well as FDOT, MPO, Broward County.
16. Develop land development code that allows for mixed-uses in the RAC and along SR7.

Issue #5: Building an Adequate Local Road Network

1. Continue coordination with the State of Florida and Broward County transportation agencies through existing mechanisms to ensure continued traffic safety and LOS.
2. The Town should provide network continuity for north-south and east-west circulation, meaning that there are no gaps in the network.
3. The Town shall continue to improve the LOS on the regional roadways.
4. The Town must implement policies to encourage transit and other multi-modal forms of transportation throughout the Town.
5. Street should be designed to decrease accident frequency.
6. The Town should adopt a Transit Concurrency Management System due to the recent adoption of Transit Concurrency by Broward County.
7. Retain a consultant to create a public rights-of-way base map for the local roadways of the Town.
8. Continue to work with developers, Broward County, and FDOT to facilitate joint funding of transportation improvements.
9. Continue communication with Broward County regarding proposed transportation and transit improvements through the Metropolitan Planning Organization and other transportation planning-related meetings.
10. Continue to review proposed development plans through the Development Review process and address conflicts in traffic.
11. Recommend adopting a LOS C for local roads.

Issue #6: Evaluation & Impact of the Proposed Increase in Density of the Regional Activity Center (RAC)

1. Encourage growth within the RAC and recognize how it will affect other parts of Davie.
2. Introduce additional “smart growth” principles into the Goals, Objectives, and Policies section of the Future Land Use Element.
3. Protect the intact single-family neighborhoods from intrusion of multi-family housing and protect existing commercial areas from exclusively multi-family developments.
4. The RAC serves as a focus for Davie, enhance this resource through vehicular, pedestrian and bicycle access/circulation and overall design theme.
5. The creation of the RAC Master Plan will guide future development of the RAC including increased density, as may be needed.
6. Continue to coordinate with the SFEC as well as FDOT, MPO, Broward County.
7. Develop Land Development Code that allows for mixed-uses in the RAC and along SR7
8. The Town shall work with the CRA to develop new mixed-use land development regulations.
9. Increase the number of residential units remaining in the RAC to encourage additional housing for students and teachers.
10. Continue to develop parking program and master drainage plan to facilitate mixed-use residential/commercial development and redevelopment.

Additional Requirements

Additional requirements for the EAR involved reviewing all changes to Chapter 163, Florida Statutes, Rule 9J-5, Florida Administrative Code, State Comprehensive Plan, and Strategic Regional Policy Plan for South Florida to determine if any of our goals, objectives or policies needs to be revised.

After the issues and analysis study was conducted, staff reviewed each and every goal, objective or policy to determine if any changes were needed. Staff has identified a series of amendments that will be required to comply with both the State requirements and to achieve specifically identified recommendations.

Next Steps

Upon approval by the Town Council, the EAR will be transmitted to DCA and the other required reviewing agencies. Once the EAR is determined sufficient by DCA, the Town must begin the required amendments to the Comprehensive Plan. The timeframe for such amendments is typically 18 months.

PREVIOUS ACTIONS: This item was tabled by Town Council at the March 29, 2006 Town Council meeting to allow additional time for review. At the September 21, 2005 Town Council meeting, Resolution# R-2005-263 was approved allowing for the adoption of the draft Evaluation and Appraisal Report and transmittal to the Department of Community Affairs for initial review in accordance with section 163.3191, F.S.

CONCURRENCES: At the February 22, 2006 Local Planning Agency (LPA) Meeting, Ms. Turin made a motion, seconded by Mr. Stevens, to recommend approval to Council subject to

changes. (Motion carried 4-0, Chairman Bender was absent). Noted changes from the February 22, 2006 LPA Meeting have been incorporated into the "major issues" chapter of the report. They include a correction to a numerical typo in Table II.C.4. on page 27, a correction of three (3) roadway segments listed in error as "Avenues" to "Streets" in Table II.E.3. on page 55, and a correction to the "existing LOS" of SW 130th Avenue from "F" to "E" also in Table II.E.3. on page 55. The latter was substantiated by the transportation consultant to the EAR after re-examination of the data. Previously, the Planning and Zoning Board, sitting as the Local Planning Agency (LPA), tabled this item at the February 8, 2006 meeting to allow additional time to review the full document.

FISCAL IMPACT: N/A

RECOMMENDATION(S): Motion to approve the Resolution

Attachments: Resolution, Response Document, Evaluation and Appraisal Report (EAR) provided under separate cover

RESOLUTION #_____

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF DAVIE, FLORIDA, ADOPTING THE EVALUATION AND APPRAISAL REPORT FOR THE TOWN OF DAVIE COMPREHENSIVE PLAN; STATING THE INTENT OF THE TOWN COUNCIL TO AMEND THE COMPREHENSIVE PLAN BASED UPON RECOMMENDATIONS CONTAINED IN THE REPORT; AND APPROVING TRANSMITTAL OF THE REPORT TO THE DEPARTMENT OF COMMUNITY AFFAIRS IN ACCORDANCE WITH SECTION 163.3191, FLORIDA STATUTES.

WHEREAS, the Florida Legislature intends that local planning be a continuous and ongoing process; and

WHEREAS, the Town Council has adopted the Town of Davie Comprehensive Plan pursuant to Ordinance No. 89-22 as amended from time to time; and

WHEREAS, Section 163.3191, Florida Statutes, directs local governments to periodically assess the success or failure of the adopted plan to adequately address changing conditions and state policies and rules; and

WHEREAS, Section 163.3191, Florida Statutes, directs local governments to adopt needed amendments to ensure that the plan provides appropriate policy guidance for growth and development; and

WHEREAS, the Town held a series of public workshops over the course of two years to receive input regarding the direction and vision of the Town of Davie; and

WHEREAS, the Planning and Zoning Board, acting as the Local Planning Agency, has reviewed the Evaluation and Appraisal Report on February 22, 2006, held an advertised public hearing, provided for participation by the public in the process, and rendered its recommendations to the Town Council; and

WHEREAS, the Town Council has reviewed the Evaluation and Appraisal Report on March 29, 2006, held an advertised public hearing, and provided for comments and public participation in the process in accordance with the requirements of state law and the procedures adopted for public participation in the planning process;

NOW, THEREFORE, BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF DAVIE, FLORIDA:

SECTION 1: The Town Council authorizes the Mayor to add his signature to the resolution adopting the Evaluation and Appraisal Report for the Town of Davie Comprehensive Plan, attached here as Exhibit A.

SECTION 2: The Town Council does hereby state its intention to amend the Town of Davie Comprehensive Plan (Ordinance No. 89-22 and as amended from time to time) in accordance with the recommendations contained in the Evaluation and Appraisal Report.

SECTION 3: The Town Council does hereby approve transmittal of the Evaluation and Appraisal Report to the Department of Community Affairs for the purpose of a sufficiency review in accordance with Section 163.3191, Florida Statutes.

SECTION 4: This Resolution shall become effective immediately upon its passage.

SECTION 5: All Resolutions and parts of Resolutions in conflict herewith are repealed.

PASSED AND ADOPTED THIS _____ DAY OF _____, 2006

MAYOR/COUNCILMEMBER

Attest:

TOWN CLERK

APPROVED THIS _____ DAY OF _____, 2006

Response Document on Review Agency Comments Town of Davie 2005 Draft EAR

The purpose of this document is to address review agency comments made on the Town of Davie 2005 draft EAR. A description of how these comments were incorporated into the final EAR is provided along with pages numbers, where applicable. Comments were received by the following reviewing agencies and will be addressed accordingly: Department of Community Affairs, South Florida Regional Planning Council, Department of Environmental Protection, and the Florida Department of State Division of Historical Resources.

Department of Community Affairs:

- 1. There are a number of parcels designated as open space and parks in Figure II.A.2 that appear to be either not shown, not consistent with the parcel delineation, or do not correspond to the land uses illustrated in Figures II.D.1. and IV.B.1. For example, the Berman Preserve, SW 58th Avenue Park, and Silver Lakes parcels, identified as Nos. 5, 34, and 36, respectively in Figure II.A.2, do not correspond to the low density residential shown in Figure II.D.1. and the special classification and parcel limits shown in Figure IV.B.1.**

The parks/open space sites identified in Figure II.A.2. have not been fully incorporated into the Town's Future Land Use Plan map as recreation/open space. As part of the EAR-based amendments, staff intends to update the Future Land Use Plan map to change those parks not designated recreation/open space land use to the appropriate recreation/open space or conservation land use category.

- 2. Cross-referencing the two, Table II.E.1 and Figure II.E.1 each appear to be incomplete. For example, it is unclear why "(check)" appears twice in the table, SW 130th Avenue appears to be a significant north-south collector that should be shown in the table, and the figure (and all subsequent corresponding figures) should be revised to include: SW 14th Street, SW 134th Terrace, SW 148th Avenue, SW 30th Street, and Seminole Way.**

The word "check" was included in Table II.E.1. in error and has been removed. The inclusion of Seminole Way in Table II.E.1. was also in error. This road is not located within the Town of Davie and has been replaced with SW 54th Court. SW 130th Avenue from SR 84 to SW 36th Court was added to Table II.E.1. as a minor roadway. In addition, the following roadways were added to all corresponding figures; SW 14th Street, SW 36th Court (the ending point for SW 136 Avenue, incorrectly labeled in the draft as 134th Terrace), SW 148th Avenue, SW 30th Street and SW 54th Court. These roadways are considered minor streets and not collectors. Revised versions of Table II.E.1. (see Chapter II., page 51) and Figures II.E.1. - II.E.5, and II.E.7. have been included in the final EAR.

3. **The Town should consider removing “Traffic Concurrency Exception Area” from the legend in Figure IV.B.1.**

As part of the EAR-based amendments, staff intends to amend the Town’s Future Land Use Plan map removing the “Traffic Concurrency Exception Area”.

4. **Per §163.3191(2)(g), F.S., the table in Chapter III should include all policies identified in Chapter II as being impacted and indicate whether they have been achieved or not achieved. The table should also include the measurable target(s) and recommendation(s). Examples include:**
 - **Given that Policies 17.10 and 17.11 are indicated as being impacted with respect to Preservation and Acquisition of Open Space – Funding of Services and Facilities (Issue 1, page 12), they should be included in the table (pages 51 and 52).**
 - **The measurable target, whether the objective and policies have been achieved, and corresponding recommendations should be indicated for Policies 17.10 and 17.11 (pages 37 and 38).**
 - **Under Chapter II, Issue 3, discussion of the “Eastern” Target Area (i.e., Potter Park) on page 30 together with impacts to the Housing Element indicate that the table should indicate the measurable target, current condition, and achievement of Policy 3.2 (page 134).**

Policies 17.10 and 17.11 of the Future Land Use Element of the Comprehensive Plan have been added to the matrix found in Chapter 3, Assessment of Successes and Shortcomings (see pages 52 and 53). The measurable target, current condition, achievement and corresponding recommendations are indicated, where appropriate, for each policy. Policy 3.2 of the Housing Element has been revised to indicate measurable target, current condition, achievement and corresponding recommendations, where appropriate (see page 135).

5. **The Town should refer to the recent amendments to the Broward County Land Development Code that establish Transit Oriented Concurrency, which include levels of service standards for each district, and revise and update the EAR as necessary, including any statements made indicating that the County has not established a transit level of service (e.g., page 113).**

The Transportation Element matrix where policies 6.1.2. and 6.1.5. are indicated has been revised in accordance to the Broward County Land Development Code level of service standards regarding Transit Oriented Concurrency (see Chapter 3, pages 114 and 115).

South Florida Regional Planning Council:

1. **ISSUE C: PROVIDING STRATEGIES AND OPPORTUNITIES FOR AFFORDABLE AND WORKFORCE HOUSING**

A well-documented analysis has been included.

Sufficient

Comment The Town of Davie has included the Affordable Housing Needs Assessment (developed by the Shimberg Center For Affordable Housing at the

University of Florida) for affordable housing in its analysis of housing needs. The Shimberg Center estimates for 2005 should be added into the analysis for the adopted EAR.

The Shimberg Center estimates for 2005 were added to the appropriate table (see Chapter 2, pages 25, and 32) and referenced, as necessary, in the chapter text.

2. ISSUE D: PLANNING FOR ECONOMIC VITALITY

A well documented analysis has been included.

Sufficient

Comment The Town of Davie has encountered economic development proposals that meet the Town's criteria for commercial development siting, but are not consistent with its objective of focusing development toward the Town Center, RAC, and State Road 7/U.S. 441 TOD area. The Town should consider its policy language and criteria to ensure that the Town's adopted development objectives are met.

On September 7, 2005, the Town Council adopted the SR7/US 441 Corridor Master Plan. This plan generally provides for a mixed use development pattern with an emphasis on public transit and pedestrian systems. As a first step in implementing this plan, the Town is currently processing an amendment to the Comprehensive Plan by adding the land use category "Transit Oriented Corridor" (TOC) and adding new policies relating to the TOC designation.

3. ISSUE E: BUILDING AN ADEQUATE LOCAL ROAD NETWORK

A well-documented analysis has been included.

Sufficient

Comment The Town of Davie has a well-developed north-south arterial road network that connects through the Town. However, the east-west connectivity is less than optimal, particularly west of Pine Island Road. Connectivity of the road network is a policy of the Town of Davie. The Town should consider its policy for seeking opportunities to create connectivity at a scale appropriate to the type of development in the area. Connectivity for residents can be achieved without encouraging cut-through traffic, particularly in the east-west direction, through various traffic calming measures.

Providing network continuity for north-south and east-west circulation, hence, eliminating gaps in the network is an EAR-based recommendation documented in Chapter IIE 'Building an Adequate Local Road Network'. As part of the acknowledged Comprehensive Plan amendments, a road master plan is being undertaken. At such time, local road level of service standards will be established and provided in the Transportation Element of the Comprehensive Plan.

Department of Environmental Protection:

1. Assessment of Successes and Shortcomings, Future Land Use Element, Objectives 3.3 and 3.4

The City notes that the use of septic systems shall be permitted and that existing septic systems will be converted when it is practical or financially feasible.

The Department is concerned that the Town will continue to use septic systems and has a limited plan to replace existing septic systems. Effluents from the septic systems may contain pathogens, as well as excessive nutrients, which could impact groundwater and the down gradient receiving waters of the Everglades. Because the Town contains wetlands, soils not suitable for septic tanks, floodplains, and a high Surficial DRASTIC, groundwater contamination is an issue of concern. The applicant has not provided data and analysis offering relative assurance that the continued use of septic systems will not degrade environmental resources beyond their current condition. The Town has not addressed the issue of whether the small, incremental implementation of septic systems may negatively affect the health of the surficial aquifer and the Everglades Ecosystem. The Town has not addressed how the use of septic systems impacts the hydrology and ecology of the Everglades.

Recommendations

At a minimum, the Department recommends the applicant consider a full range of planning strategies to minimize impacts to groundwater and to the Everglades Ecosystem. Such strategies include: limiting impervious surfaces, implementing water-conserving Xeric landscaping techniques, and designing stormwater treatment systems to protect groundwater and surface water resources (e.g., utilize karst sensitive area Best Management Practices for stormwater facility design and construction). The design and timing for stormwater treatment should ensure that the predevelopment volume and natural fluctuation of runoff into wetlands are maintained. The Department generally recommends that wetlands identified be placed under a conservation designation to prevent encroachment even if surrounding future land uses should change. Considering the environmental resources existing on and adjacent to the Town of Davie, the Department also recommends the applicant pursue centralized sewer for the replacement of existing septic systems and any new development.

The Town of Davie Comprehensive Plan has numerous policies both in the Future Land Use Element and the Recreation, Open Space, Conservation Element that encourage and promote minimizing impacts to groundwater and to the Everglades Ecosystem, and the use of non water-intensive native vegetation (xeriscape). A Town Water and Sewer Master Plan is scheduled to be completed by the end of the second quarter of 2006. A variety of planning strategies will be addressed.

Florida Department of State, Division of Historical Resources:

1. Our cursory review indicates that historic resources are not specifically addressed in the EAR as one of the six major issues that were identified by the city. Nevertheless, historic resources are peripherally addressed in this document. Mention is made of historic houses being preserved in a specific location to provide open space and a neighborhood resource. In chapter III, Objective 2 addresses natural and historic resource protection. Policy 2.1 indicates that the town has achieved its objective of preserving significant historic sites. However, a review of our records indicates that Davie has never had comprehensive cultural resource assessment survey to locate and evaluate its historic and archaeological resources. Nevertheless, we concur with the recommendations for this policy. For Policy 2-3, the current condition indicates that all listed sites require development agreements. However, there does not appear to be a process for sites that are not already recorded. Objective 5 states that all historically significant housing in the town was to be identified by 1992, and the objective is marked as achieved. Our records do not indicate that a cultural resource assessment survey of Davie was completed. Furthermore, if this objective was achieved by the due date, it is certainly time to update the information and add structures which did not meet the fifty year age limit in 1992.

As part of the EAR-based recommendations (noted in Objective 5 and policy 5.1 of the Housing Element), staff intends to update the historical inventory of the Town, and provide a copy of the assessment to the Department of Historical Resources. The Town will also continue working through County, State and Federal levels on establishing criteria for preservation, technical resources and grants for preservation.

If you should have any questions regarding the information provided, please feel free to contact Marcie Nolan at 954-797-1074, or Ingrid Allen at 954-797-1071.

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